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URBAN COMMUNITY COLLEGES GO MULTICAMPUS.

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IN AN ANALYSIS OF THE TREND OF URBAN JUNIOR COLLEGES TOWARD MULTICAMPUS DISTRICTS, THE ADVANTAGES OF VARIOUS MULTICAMPUS ORGANIZATIONAL PLANS ARE COMPARED. EACH OF THE 10 DISTRICTS STUDIED FOLLOWED ONE OF THREE BASIC ORGANIZATIONAL PATTERNS--(1) MULTICOLLEGE, IN WHICH THE DISTRICT OPERATES TWO OR MORE INDIVIDUAL COMPREHENSIVE COLLEGES, (2) MULTIBRANCH, IN WHICH THE DISTRICT OPERATES A SINGLE LEGAL INSTITUTION WITH TWO OR MORE COMPREHENSIVE CAMPUSES, AND (3) MULTIPROGRAM, IN WHICH THE DISTRICT OPERATES AS A MULTIBRANCH DISTRICT EXCEPT THAT EACH CAMPUS OFFERS A DIFFERENT EDUCATIONAL PROGRAM (FOR EXAMPLE, A TECHNICAL AND VOCATIONAL PROGRAM ON ONE CAMPUS, AND ARTS AND SCIENCES ON ANOTHER). THE MOST IMPORTANT OF SEVERAL RECOMMENDATIONS IS THAT EACH BRANCH IN A MULTICAMPUS DISTRICT SHOULD BE ALLOWED AS GREAT A DEGREE OF AUTONOMY AS THE DISTRICT CAN PROVIDE. THE AUTONOMY RESULTING FROM THE ORGANIZATION OF MULTICOLLEGE DISTRICTS USUALLY LEADS TO ADMINISTRATIVE EFFICIENCY ADEQUATE TO SATISFY FACULTY AND STUDENTS. THIS ARTICLE IS PUBLISHED IN "JUNIOR COLLEGE JOURNAL," VOLUME 36, NUMBER 3, NOVEMBER 1965 AND IS AVAILABLE FROM AMERICAN ASSOCIATION OF JUNIOR COLLEGES, 1315 SIXTEENTH STREET, N.W., WASHINGTON, D.C. 20036, FOR $0.50. (AD)

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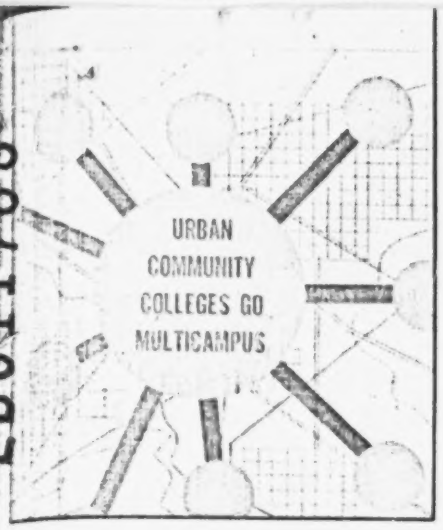

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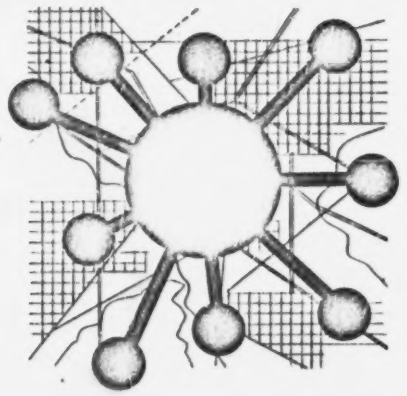
By Arthur M. Jensen



URBAN COMMUNITY COLLEGES GO MULTICAMPUS

A Survey of Ten Urban Multicampus Districts Reveals Some New Trends and Trouble Spots

Social, economic, and cultural developments have led to increased demands for further higher educational opportunities for greater numbers of Americans, young and adult. These demands are the greatest in the nation's large urban centers. As the pressure of these demands continues to rise, junior colleges must assume heavier responsibilities than ever before for bringing at least two years of college experience within the economic and geographic reach of growing numbers of students.

This objective will be accomplished mainly by opening additional campuses and/or colleges within large urban communities. The newest and most significant effort being made by junior colleges to fulfill their obligation in this respect has been the establishment of additional campuses by existing junior college districts.

Providing the incentive for this study was the need for information concerning the administration and organization of districts operating two or more campuses, and a desire to gather data to aid districts which are now, or in the near future will be, facing the problems attendant upon establishing additional campuses.

This study was designed to examine the role of both the central office and individual campuses of the multicampus districts. It particularly sought information about the nature and direction of administration of such districts as seen through the eyes of the administrators in these districts. More specifically, this study had three major purposes: to determine the reasons for multicampus junior college districts; to determine the type of organization used in multicampus junior college districts; and to identify major administrative policies and practices —including those in central office and individual campus organization—in the areas of curriculum and instruction, student personnel services, staff personnel, plant and facilities, finance, and community services--in which multicampus districts differ from each other.

The study involved making case studies of ten multicampus districts in six different states. While making these case studies, staff members, members of boards of trustees, and local citizens were interviewed; official documents and reports were surveyed; and the history of each district was studied.

Reasons for Multicampus Districts

Up to the spring of 1964, multicampus junior college districts had been established in Chicago, Contra Costa, Corpus Christi, Long Beach, Los Angeles, Oakland, Phoenix, St. Louis, St. Petersburg, and San Diego.[1] The principal reasons for establishing a multicampus operation in these districts were found to be:

1. To compensate for district geographical size which prohibited one campus from servicing the district adequately.
2. To equalize educational opportunities through effective accessibility of the college to the residents of the district.
3. To meet the differing educational needs of the various communities located within the district.
4. To accommodate applicants after the district's only campus had reached its maximum capacity.
5. To keep each campus to a reasonable and functional size.

The majority of the multicampus districts included in this study have accepted the view that a junior college should not become so large as to be cumbersome. Many administrators mentioned that junior college students need small classes and, above

all deserve to be treated as individuals and not as mere numbers or statistics.

Following are the major findings with respect to current and projected organization:

1. The ten districts included in this study may be grouped as follows:

Group I: Multicollege. Two districts; each operating two or more individual comprehensive colleges.

Group II: Multibranch. Five districts; each operating a single legal institution with two or more comprehensive campuses.

Group III: Multiprogram. Three districts; similar in organization to multibranch districts except that each branch offers a different educational program; for example, a technical and vocational program on one campus, and arts and sciences on another.

2. There is a trend towards the multicollege plan in the districts included in the study.

The desirability of the current trend toward the multicollege district was demonstrated by the opinions of those interviewed, by frequency of practice, and by recent changes in organization that exemplify the trend. For instance, since the writer's visit, Oakland (new Peralta Junior College District of Alameda County) has changed from a multiprogram to a multicollege district. Each of its present two campuses is now a separate college with a comprehensive educational program and its own president. Each college will have its own catalog for the 1965-66 school year, and each will also make separate applications for the next accreditation.[2]

3. Administrators, faculty members, and students on individual campuses favor the trend toward the multicollege plan with its consequent increase in "local autonomy." Opinion among central office personnel is somewhat divided, however. In general, it may be said that the farther one is from the central office and the closer he is to a campus, the more emphatic is his support for local autonomy.

4. No district has fixed internal geographical boundaries for any of its component colleges or campuses.

5. Three of the multibranch and two of the multiprogram districts have central office positions in business and/or instruction which rank higher than the chief campus administrators. This means that the chief campus administrator has to report directly to these people rather than directly to the chief administrator for the district.

6. Chief campus administrators in all three multiprogram districts and in four of the multibranch districts are titled "dean" or "director." On the other hand, all chief campus administrators in the multicollege districts are titled "president."

7. Central offices are located on one of the individual campuses in seven of the eight multibranch and multiprogram districts, an arrangement which gives rise to dissension, jealousies, and divergent loyalties. These were explained on the ground that the campus with the central office comes to be considered the "main" campus and the "favored" one.

Administrative Policies and Procedures

The major findings concerning administrative policies and procedures are presented by six task areas as follows: instruction and curriculum, student personnel services, staff personnel, plant and facilities, and community services.

Instruction and Curriculum:

1. In all three groups the policies and procedures for the formation of curriculum objectives are set by the district.

a. Multicollege districts allow the greatest degree of freedom in instruction and curriculum to their individual colleges.

b. Multibranch and multiprogram districts have central office control over instruction and curriculum on their individual campuses.

2. Faculty participation in the area of instruction and curriculum is encouraged in all three groups by having faculty members serve on both individual campus and district-wide instructional committees.

3. Examination of the way in which courses are added to or dropped from the curriculum revealed no consistent pattern of responsibility. According to the majority of chief campus administrators, the stimulus for adding or deleting courses should originate with the department and progress upward although this is not always done.

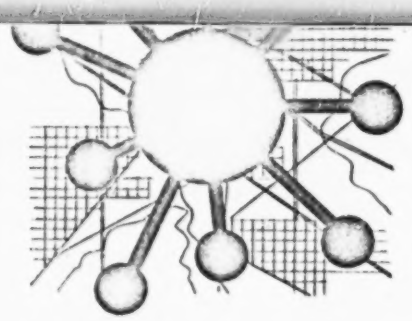
4. In all ten of the multicampus districts, central office approval is necessary to introduce a new course or curriculum.

5. In all of the districts except one multibranch and one multiprogram district, departments on the individual campuses are responsible for making the course outlines.

6. In all districts textbooks are selected by the teachers through their departments. However, in seven of the districts (multibranch and multiprogram) these selections must be approved by the central office.

7. The two multicollege districts allow each college to have its own catalog. No multibranch and only one multiprogram district makes any such provision for its individual campuses. Therefore, seven of the districts are operating with one catalog for the entire district.

8. In all of the districts, the dean of instruction plays the major role in evaluating and supervising



instruction. Only in multiprogram districts is there any attempt at teacher evaluation by a person from the central office.

Student Personnel:

1. No district has a staff member at the central office in charge of student personnel services. All of the chief central office and individual campus administrators agree that this is, and should remain, an individual campus responsibility.

2. Counseling is rated by all of the individual campuses as their most important student personnel service. In all but one district, the individual campuses have complete freedom in determining their counseling service. The district (multibranch) which has campuses reporting a restriction attribute it to budgetary limitations which force them to have only one counselor for each 1,000 students.

3. Half of the thirty-one campuses, mainly in multibranch and multiprogram districts, use counselors who also teach part-time.

4. Seven of the districts allow each campus or college to handle its own admissions within the district standards and regulations. Three districts, two multibranch, and one multiprogram, maintain a central admissions office which accepts and coordinates all admissions and also does the original testing.

Staff Personnel:

1. All chief administrators at central office and individual campuses state emphatically that staff personnel policies and procedures must be district-wide.

2. All of the districts have a central personnel office, which in most cases imposes some control and restrictions upon the individual campus hiring process.

3. In the majority of cases, the individual campuses have the final word on whom they will hire. A strong trend toward allowing department chairmen to have a more decisive voice in the selection and evaluation of new instructors was noted.

4. Use of personal interviews when employing new personnel is unanimously endorsed by all administrators.

5. Most districts from all three groups report that they prefer to promote from within whenever possible. This practice was not feasible, of course, in the case of the new St. Louis district.

6. All of the districts use a salary schedule to encourage professional growth.

7. In all districts, personnel records are kept at the central personnel office. However, in some of the older districts, additional minimal records are maintained on the individual campuses.

Plant and Facilities:

1. Selection of a new campus site is a central office function and needs governing board approval in all multicampus districts included in this study.

2. Planning for a new campus is done by all districts; yet, according to a majority of administrators interviewed, new campus planning is insufficient and does not look far enough into the future to meet the changing needs of the campus.

3. Only one multicampus district—St. Louis, newly opened and with three campuses—has a district-wide plan.

4. Only two districts have plans that extend more than five years into the future.

5. Districts that are building or planning new buildings are designing them to allow for changes in their functions and use. This is termed "flexibility."

6. The majority of administrators agree that a junior college campus of optimum size should accommodate between 3,500 and 4,500 students. Los Angeles City College was the only campus to have an enrollment of more than 5,000 full-time students in the spring of 1964.

Finance:

1. This study found unanimous agreement that business affairs and finance should be handled on the district level. All ten districts have a staff member at the central office who is in charge of the business affairs for the entire district.

a. In half of the districts, all multibranch and multiprogram, the position of business affairs for the entire district is at a higher level on the personnel scale than chief campus administrators.

b. In the other half of the districts—multicollege, multibranch, and multiprogram—this position is at a lower level on the personnel scale than chief campus administrators.

2. The majority of the districts employ a bursar or business manager on each campus to supervise

and handle student financial accounting, bookstores, cafeterias, and other nonappropriated fund activities.

Only multibranch districts do not have such a person on each campus.

3. In all ten districts the central business office has the responsibility for:
   a. All purchasing for the district
   b. Internal accounting
   c. All payrolls
   d. Accounting for the district's movable property.
4. All ten districts start their budget planning on the individual campus or college level.

Community Services:

1. Most administrators, both at central office and individual campuses, subscribe to the following definition: "Community services are all things outside of regular credit college courses done for the benefit of the community."
2. Community services, in a majority of the districts, is the exclusive function of the individual college, campus, or branch. Two multiprogram districts consider community services a central office function, however.
3. In all but one district, Long Beach, community services is under the direction and control of the person in charge of student activities.
4. In all districts, cultural and recreational activities were reported to be the most popular and most successful of the community services offered.
5. No district or campus has any organized plan or method of evaluating its community services.
6. Long Beach is the only multicampus district that has a person on the central office staff whose only responsibility is community services for the district. Long Beach has by far the largest and most comprehensive community services program of all ten districts.

Factors Affecting Intradistrict Relationships

During the interviews and the study of documents and reports, an effort was made to identify general factors which affect relationships between the individual campuses and the central office. Only two factors were mentioned by nearly all chief district administrators and by chief campus administrators. These factors are: the pattern of control in which they operate, e.g., independent junior college district or as part of a unified district; and the philosophy of the district toward its community college organization, e.g., is it one college with multibranches (Groups II and III), or a district with multicollege (Group I)? The investigator discovered another relevant factor which was not mentioned specifically by administrators: the state or phase of developmental cycle in which the district finds itself.

Pattern of Control: Five districts operate under a unified school system and five districts under an independent junior college system. Thirty-one chief campus administrators and nine chief district administrators were interviewed during the course of this investigation and all but five were in favor of belonging to an independent junior college district.

Philosophy of the District: The philosophy of the district toward its community college organization is a very important factor governing the administrative policies and practices of the district and/or its campuses.

John Lombardi, president of Los Angeles City College and lecturer at the University of California, Los Angeles, states:

> *A philosophy of college administration is not easily verbalized. It is such an integral part of college organization that to treat it separately may deprive it of its essence.*[3]

The writer found two different philosophies prevailing in the districts visited. They were:

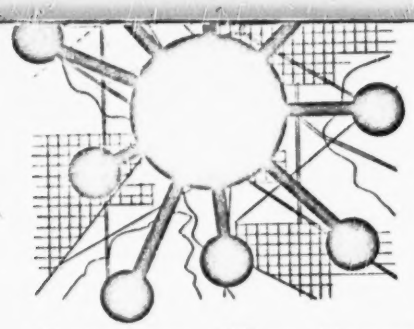
1. Operating a multicollege district with maximum autonomy for each individual college: Two of the districts subscribe to this philosophy which makes each individual campus a college with freedom—subject to state laws and governing board rules and regulations—to develop and offer the educational programs most suitable to the interests and aptitudes of the students and to the needs of the community.

Since the spring of 1964, Oakland has moved to the multicollege philosophy. The resulting increase in teacher and student morale has both astonished and delighted the superintendent and the governing board. To make the transition was one of the first decisions of the governing board of the new district.

San Diego and St. Louis, although not yet having adopted the multicollege philosophy, have moved closer to it by allowing their campuses to call themselves colleges, discontinuing their central admissions office, and, in general, giving more freedom to the individual college (campuses).

2. Operating one legal institution with a strong central office and each branch or campus being a division of a single college: This philosophy was held by both the multibranch and the multiprogram districts, as in both groups the district was operating one legal institution with branches or campuses. The difference between the multibranch and the multiprogram districts was that in the latter the campuses were offering different education programs.

Although eight of the multicampus districts visited held this philosophy in the spring of 1964, three of



them have either changed completely to the multicollege philosophy or moved considerably closer to it. Clearly, the majority of chief campus administrators did not favor the one legal institution philosophy, nor did their faculties or students.

Phase of District's Developmental Cycle: The investigator observed that as many differences between districts were caused by their stage of development as by the group to which they belonged. However, this observation applies only to the Group II (multibranch) and Group III (multiprogram) districts, all of which were operating as one legal college. It was further observed that the older the district was, in years of operation, the more independence and freedom each of its campuses had.

A case in point is provided by Chicago which, having had three campuses since 1934, is the oldest multicampus district included in the study. Required by state law to be a single institution with but one catalog and one accreditation, the district, during its thirty years of existence, has nevertheless allowed increasing freedom to its branches until they now seem to be as autonomous as some of the individual colleges in the Group I (multicollege) districts.

Oakland, although one legal institution in 1964, in ten years of growth and development had allowed each campus to have its own admissions, records, newspaper, student activities, and—most notable of all—parallel administration.

Another interesting and important aspect of the stage of the developmental cycle is that of personnel. In the new multicampus districts, where the majority of administrators are newly appointed, the central office watches very closely in the beginning to see that the organization runs smoothly. As the multicampus district matures and the personnel gains confidence, the central office tends to relax its control and to allow each campus increasing freedom of action.

Recommendations

In view of the findings of this study, the following recommendations appear to be justified:

1. That each campus be allowed as great a degree of autonomy as the district can provide: This is the major recommendation of the study. The organization of Group I multicollege districts allows for more efficient administration resulting in better satisfied faculty and students. More direct and more easily apparent communication channels were observed. The organizational charts of multicollege districts show clearer lines of authority and are more easily understood than are those in the charts of districts in the other two groups. Administrative policies and procedures place the "decision making process" closer to the people who are charged with implementing it and who have the most current and valid information available.

2. That all multicampus junior college districts be independent districts with their own governing boards: This is the second most important recommendation of this study and is made on the basis of observed trends and the expressed views of administrators. A majority of the administrators and faculty members interviewed were strongly convinced that junior colleges should be autonomous—that is to say, separate and independent from districts operating high schools and elementary schools. Each junior college district should have its own governing board which has responsibility only for the junior college district. The junior college role is too severely restricted under the unified district organization. The advantages to accrue from having an independent board of control which can devote its full time to the problems of the junior college are self-evident.

3. That the central office be located completely off any and all campuses and, if possible, that it be centrally located within the district: District personnel did not appreciate having the central office on one of the campuses. None of the administrators on whose campus the central office was located really liked it, and administrators on other campuses claimed that the central office was accorded a favored position. All of the chief administrators believed the location of the central office to be a matter requiring judicious decision, all of them stating that it should be away from any of the campuses and in some central location within the district.

4. That no one at the central office, other than the chief administrator for the district, be at a level higher than the chief campus administrators: In districts where central office administrators other than the chief central office administrator outranked the chief campus administrators there was unrest and dissatisfaction not only among the chief campus administrators but also among other campus administrators and faculty. None of the multicampus districts was so large that the chief district administrator needed an intermediate between him and his campus administrators. Secondary schools have and

need intermediates between the principals and the superintendent, but this is not a requirement at the college level. In higher education, chief campus administrators should and must have direct access to the chief administrator for the district.

St. Louis has eliminated its central office position of vice-president of instruction and raised each of the chief campus administrators to a vice-presidency with district-officer standing.

5. That at least three administrative positions besides that of chief administrator—director of business, director of instruction, and director of technical and vocational education—be established at the central office, the level of such positions on the personnel scale to be the same as, or lower than, that of chief campus administrator:

Director of Business: All of the one hundred administrators interviewed agreed that there must be someone at the central office in charge of business affairs for the district. Such an arrangement enables the district to secure the economies of a large organization while maintaining smaller individual colleges or campuses.

Director of Instruction: The district needs someone at the central office to coordinate the instructional program so that maximum efficiency and avoidance of unnecessary duplication of offerings may be assured. This person could also be responsible for articulation with the high schools of the district and with other colleges and universities. He would be responsible for maintaining the master list of the district's course offerings and of their numbers.

Director of Technical and Vocational Education: This is a very important position in today's community colleges, especially in the large urban centers where the need for technical and vocational education is particularly acute. Specialized training at the college level is one of the major responsibilities of the community college.

In general, the American Association of Junior Colleges and some junior college administrators have accepted the responsibility for developing technical and vocational programs; but a great deal more has yet to be accomplished. The federal government, labor, and management are all strong supporters of a speed-up in the development of terminal programs. Technical courses, and vocational courses in particular, of less than two years' duration can be offered. In order for the multicampus junior college districts to realize their full potential in technical and vocational education, each district must have a director.

The technical and vocational program must be as prestigious as the academic or transfer program in the eyes of the governing board, chief district administrator, and chief campus administrators. The attitudes of these top administrators will be reflected by the faculty, students, and the community at large.

One of the best ways to give equal status to the technical and vocational program is to provide it with high-quality leadership. The director should have a doctorate, practical work experience, and be at a level equal to the director of instruction for the district. On the individual campuses, the dean of technical and vocational education (or dean of applied arts) should be at the same level as the dean of academic studies.

Ralph Besse, president of Cleveland Electric Illuminating Company and chairman of the National Advisory Committee on the Junior College, made a strong plea at the American Association of Junior Colleges convention in Dallas, Texas, March 2, 1965, for increased activity in technical and vocational education and for off-campus classes among the nation's junior colleges. And President Charles W. Patrick of San Diego Junior Colleges, speaking before a conference of the California Industrial Education Association on March 4, 1965, commented:

> *All vocational education in the junior college should be centralized under one division. There should be no artificial separation of technical, industrial, business, agricultural, home economics, and distributive education.*

Transfer, technical, vocational, and occupational retraining education are all necessary subject matter for community colleges which would keep pace with, or even a step ahead of, the new and changing needs of society. Only by maintaining a dynamic position with respect to curriculums offered can the community college advance the purposes of a democratic and comprehensive approach to sharing education with all who are qualified to absorb it.

Multicampus junior college districts are here to stay; and even though there are problems, the numbers of such districts will increase. As they progress through their developmental cycle the campuses will tend to become more independent and the majority of multicampus districts will eventually become multicollege districts.

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[1] Post-study information reveals that during the 1964-1965 school year, additional multicampus districts have been started in Sacramento and Fresno, California, and in Gulf Coast, Mississippi. Similar operations are projected for the near future in Boston, Massachusetts; Miami, Florida; suburban Detroit, Michigan; suburban Chicago, Illinois; and Orange Coast and Foothill junior college districts in California.

[2] Interview with John Dunn, Superintendent, Peralta Junior College District, at American Association of Junior Colleges Convention, Dallas, Texas; March 3, 1965.

[3] Lombardi, John. "The Administration Philosophy of the Los Angeles Colleges." (Unpublished report presented to the Los Angeles Board of Education, January 25, 1962.)